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SPECIAL COMMITTEE ON PEACE-KEEPING
OPERATIONS

COMPREHENSIVE REVIEW OF THE WHOLE QUESTION OF PEACE-KEEPING OPERATIONS IN ALL THEIR ASPECTS

Report of the Secretary-General

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* Reissued for technical reasons.

** Reply submitted on behalf of the Twelve member States of the European Community.

*** Reply submitted on behalf of the Governments of Denmark, Finland, Iceland, Norway and Sweden.

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INTRODUCTION

1. The General Assembly, at its forty-sixth session, adopted resolution 46/48 of 9 December 1991 entitled "Comprehensive review of the whole question of peace-keeping operations in all their aspects". In paragraph 37 of this resolution the General Assembly invited Member States to submit any further observations and suggestions to the Secretary-General by 1 March 1992 on peace-keeping operations, outlining proposals on specific items in order to allow for more detailed consideration of the Special Committee on Peace-keeping Operations, with particular emphasis on practical proposals to make these operations more effective. In paragraph 38 it requested the Secretary-General to prepare, within existing resources, a compilation of the above-mentioned observations and suggestions and to submit it to the Special Committee by 30 March 1992.

2. Pursuant to that invitation, the Secretary-General on 12 February 1992 addressed a note to the Governments of Member States transmitting the text of the resolution and drawing attention to the invitation contained therein.

3. The replies received from Member States as at 30 March 1992 are given below. Any further replies will be issued as addenda to the present document.

REPLIES RECEIVED FROM GOVERNMENTS

PORTUGAL

[Original: English]

[3 March 1992]

The Twelve member States of the European Community attach great importance to the use of peace-keeping operations by the United Nations in order to help maintain international peace and security. For this reason, we have always actively contributed, be it in personnel or financial terms, to the various peace-keeping operations launched by the United Nations.

The Twelve member States of the European Community wish to recall the detailed views they expressed in the notes verbales on peace-keeping operations addressed to the Secretary-General and submitted on their behalf by Spain in 1989, Ireland in 1990 and Luxembourg in 1991, which are contained in documents A/AC.121/36, 37 and 38 as well as the various statements in the Special Committee on Peace-keeping Operations. They consider that those views remain perfectly valid.

The Twelve member States of the European Community reiterate the importance of keeping the basic principles of peace-keeping in mind. They emphasize once again that, although experience has shown that no one can

foresee how long peace-keeping operations might be required, they are provisional arrangements and must not be a substitute for the search for a political settlement of a conflict.

The remarkable success of peace-keeping operations has spread new confidence throughout the community of nations. The further large expansion of peace-keeping activities by the United Nations means that it is more important than ever to draw the appropriate lessons from the experience acquired, as peace-keeping operations are called upon to take new and broader roles and diversified responsibilities, involving civilians and administrative personnel alongside military personnel.

In this context, the Twelve member States of the European Community suggest the following subjects to be considered at the next meeting of the Special Committee:

(a) Preventive diplomacy and the possible uses of peace-keeping operations in this respect, including the role of civilian personnel and cooperation between the United Nations and regional organizations;

(b) The growing range of activities which are an integral part of some peace-keeping operations and which require increased participation by civilian personnel, i.e., organizing and monitoring elections, monitoring human rights situations and the possibility of establishing a transitional authority;

(c) The need to improve the Secretariat's ongoing capacity to plan and coordinate the increasing number of new peace-keeping operations and to manage the current ones;

(d) The need to address the problem of start-up arrangements for peace-keeping operations;

(e) Financial aspects of peace-keeping operations.

The Twelve member States of the European Community look forward to discussing the report of the Secretary-General on "Secretariat units dealing with peace-keeping operations" (A/46/169 and Add.1) and to receiving additional information on the effect of the ongoing reorganization of the Secretariat on these units. They also welcome the report of the Secretary-General on the "Model agreement between the United Nations and Member States contributing personnel and equipment to the United Nations peace-keeping operations" (A/46/185 and Corr.1), elements of which can be further discussed in the Committee.

The Twelve member States of the European Community look forward to receiving the report of the Secretary-General on preventive diplomacy, peacemaking and peace-keeping, as requested by the Security Council Summit on 31 January 1992, and they will contribute with their own ideas to this ongoing exercise.

SWEDEN

[Original: English]

[11 March 1992]

1. General remarks

The recent Summit Meeting of the United Nations Security Council requested the Secretary-General to prepare by 1 July 1992 a report containing his analysis and recommendations on ways of strengthening and making more efficient the capacity of the United Nations for preventive diplomacy, peacemaking and peace-keeping (see the note by the President of the Security Council, S/23500 of 31 January 1992). The Nordic countries - Denmark, Finland, Iceland, Norway and Sweden - welcome this decision and look forward to the Secretary-General's report.

In the document "Shaping the peace: The United Nations in the 1990s" (see A/46/591-S/23159 of 23 October 1991) the Nordic countries have put forward proposals on possible elements of an integrated United Nations approach to peacemaking, peace-keeping and, as a last resort, enforcement action.

In "The Reykjavik Statement on the United Nations" (see S/23457 of 22 January 1992), issued as a message to the Summit Meeting of the Security Council, the Nordic countries expressed their full support of the efforts to strengthen the central role of the United Nations in maintaining international peace and security and reiterated some of their proposals on how to improve the capability of the United Nations in peace-keeping and peacemaking. The Nordic countries welcome the adoption of General Assembly resolution 46/59 containing the Declaration on Fact-finding by the United Nations in the Field of the Maintenance of International Peace and Security. The Nordic countries will continue to contribute to the ongoing process aiming at the strengthening of the role of the United Nations in peacemaking and peace-keeping.

United Nations peace-keeping operations are increasing in size and are becoming more complex. New tasks, such as civilian administration, civilian police activities and electoral assistance, are added to the missions. The United Nations Transitional Assistance Group in Namibia and the United Nations Transitional Authority in Cambodia are cases in point.

There is an increasing need for the United Nations to be able to respond quickly to demands for an initial deployment of peace-keeping forces in conflict areas. The urgent dispatch of military observers and troops to Kuwait and Yugoslavia are examples.

At the same time, United Nations peace-keeping operations are facing serious financial difficulties. This situation is of great concern to the

Nordic countries. Action must be taken to ensure adequate financing for the peace-keeping operations, based on the principle of collective responsibility, through payment of assessed contributions in full and on time. Arrangements should be made for the start-up phase of new operations, in particular, through the establishment of a special peace-keeping start-up fund. The Nordic countries note with satisfaction the support for the establishment of a fund with this purpose in the Secretary-General's report in document A/46/600 and Add.1.

The Nordic countries support the organizational changes that have taken place in the Secretariat. They especially welcome the establishment of the Department of Peace-keeping Operations and hope further measures will include decisions to put all Secretariat units dealing with peace-keeping within an integrated organizational and command structure.

A consequence of the surge in peace-keeping activities is the increase of the workload of the Secretariat. In the view of the Nordic countries, continued efforts must be made to identify ways and means that will enable a flexible, rapid and efficient handling of peace-keeping matters in the Secretariat. The establishment of an appropriate mechanism for consultations between the Secretariat and potential troop-contributing countries in connection with the launching of new peace-keeping operations would be welcomed.

2. Suggestions for the Special Committee on Peace-keeping Operations

The Nordic countries were satisfied with the work of the Special Committee on Peace-keeping Operations during the 1991 session. Resolution 46/48, adopted by the General Assembly on 9 December 1991, contains useful recommendations and requests to Member States which, if implemented, will result in an improvement of the capacity of the United Nations in the field of peace-keeping. The Nordic countries wholeheartedly support the recommendations in the resolution.

The Special Committee is the most important forum for in-depth discussions of specific and practical ideas aiming at making peace-keeping operations more effective. As they did last year, the Nordic countries again wish to propose a limited number of items for consideration in the Special Committee. These items are:

(a) Military observers and civilian experts on stand-by;

(b) Delegation of authority;

(c) Co-training of civilian and military staff;

(d) Other matters.

(a) Military observers and civilian experts on stand-by

Thus far, whenever there has been a need for rapid deployment of military observers, such a need has been met by dispatching observers drawn from existing peace-keeping operations. Prevailing circumstances have made such temporary redeployment of personnel possible. This may, however, not be the case in the future. Furthermore, this practice can create problems for the missions as well as for the troop-contributing countries concerned.

One way to enhance the quick reaction capability of the United Nations is to make sure that ongoing missions have the reserve capacity to meet new urgent demands. Another possibility, which also could serve as a complement to the present system, is to establish a pool of stand-by observers with previous United Nations experience.

The Nordic countries therefore suggest that Member States, on a voluntary basis, should keep a number of military observers with previous United Nations peace-keeping experience on short stand-by notice.

Such a pool of observers, of different nationalities, would enable the Secretary-General to meet demands in preventive peace-keeping as well as in crisis situations.

The demand for civilian participation in peace-keeping has drastically increased. The above-mentioned quick reaction capability could therefore also refer to experts such as civilian administrators, electoral assistants, civilian police and human rights monitors. Many Member States have legal and other problems when asked to provide civilian police for United Nations operations. The Nordic countries recommend Member States improve their preparedness to make civilian police available for United Nations duty.

(b) Delegation of authority

The crucial start-up phase of a peace-keeping operation should continue to be coordinated by the United Nations Secretariat.

However, once a mission has been established on the ground, there is a need to improve the procedures for support to the mission as well as the general management of it. Today, the Secretariat is making the decisions on the provisions of supplies to the mission above a certain - often very low - level of authorization. Secretariat approval is also required for the reallocation of available funds within the authorized budget for the mission.

Unfortunately, the present system creates long lead times and frustration in the missions. This can result in a decrease in the cost-efficiency of the mission as well as in its overall performance.

The Nordic countries therefore propose the delegation of financial authority to the Force Commander or the Special Representative for a multi-component mission as a way of enhancing the performance of the mission. In this context, the Nordic countries suggest a review of the present United Nations Financial Rules and Regulations for peace-keeping operations aiming at giving both the Secretariat and the peace-keeping missions a better possibility to meet operational demands.

(c) Co-training of civilian and military staff

While aware of the heavy workload within the Secretariat, the Nordic countries still hope that the reports of the Secretary-General requested in resolution 46/48 will be submitted before the meeting of the Special Committee. The Nordic countries also hope that Member States will follow the recommendations about training made in the resolution, and look forward to the establishment of a focal point for all such related activities.

Peace-keeping operations have become more multi-faceted and include various military and civilian components. This makes the coordination and management of an operation more complex.

The Nordic countries therefore suggest the establishment of a training programme for future Force Commanders, Chief Administrative Officers, Military and Civilian Branch-heads and their deputies, as well as other senior staff. Such a yearly training programme would create a pool of trained personnel with knowledge of the United Nations system and its working procedures, personal knowledge of people in the Secretariat and good skills in staff work which would facilitate and enhance the efficiency of any new peace-keeping operation. The existence of such a pool would improve the planning capacity of the Secretariat and the implementation of any new peace-keeping operation.

(d) Other matters

The Nordic countries consider the model status-of-forces agreement for peace-keeping operations (A/45/594 of 9 October 1990) requested by the General Assembly in resolution 44/49, to be very important for creating a well-defined working relationship between the United Nations and the host country. It would be useful in the Special Committee to receive information on experience relating to such agreements and their applicability in recent peace-keeping operations.

We are pleased to note that the Secretariat has held briefings on current operations. We welcome this practice and suggest that it continue on a regular basis.

Before the renewal of the mandate for a peace-keeping operation the Secretary-General submits a performance report of the mission in question. However, due to their open-ended mandates some missions are not subject to

such reporting. The Nordic countries would welcome reporting on the performance of the United Nations Truce Supervision Organization (UNTSO) and the United Nations Military Observer Group in India and Pakistan (UNMOGIP) at regular intervals.